

CHAPTER 4

THE RELATIONSHIP OF JOINT AND ARMY FORCE PLANNING

Joint matters are defined as “...matters relating to the integrated employment of land, sea, and air forces including matters relating to:

- National Military Strategy
- strategic planning and contingency planning; and
- command and control of combat operations under unified command.”
- Title IV, Public Law 99-433, *Goldwater-Nichols Department of Defense Reorganization Act of 1986*

SECTION I INTRODUCTION

4-1. Chapter content

The *Goldwater-Nichols Act* profoundly changed the relationships among the Services and with the organizations of the Office of the Secretary of Defense (OSD) and the Joint Chiefs of Staff (JCS). This chapter addresses the processes used within the Department of Defense (DOD), the JCS, the combatant commands, and the Army to determine the force levels required to meet the U.S. national security objectives and military strategy and to fulfill unified CINC force requirements. These processes also determine the capabilities that need to be resourced by the Services' programs within the Planning, Programming, and Budgeting System (PPBS) and provide the basis for the DOD Future Years Defense Program (FYDP).

4-2. The Joint Strategic Planning System (JSPS)

The JSPS is the primary formal means by which the Chairman of the Joint Chiefs of Staff (CJCS), in consultation with the other members of the JCS and the commanders-in-chief (CINCs), carries out the responsibilities required by Title 10, USC. The CJCS statutory responsibilities include: assisting the National Command Authorities (NCA) in providing strategic direction to the Armed Forces; advising the Secretary of Defense (SecDef) on programming priorities; preparing strategic plans; and advising the SecDef on the program recommendations and budget proposals of the Services and combat support agencies of the DOD. The JSPS is a flexible and interactive process providing supporting military advice to the PPBS and the strategic guidance for use in the Joint Operations Planning and Execution System (JOPES). JSPS provides the venue for the CJCS to review the national security environment and U.S. national security objectives; evaluate the threat; assess current strategy and existing or proposed programs and budgets; and propose military strategy, programs, and forces necessary to achieve those national security objectives. At the same time JSPS accounts for a resource

limited environment consistent with policies and priorities established by the President and the SecDef (Figure 4-1).

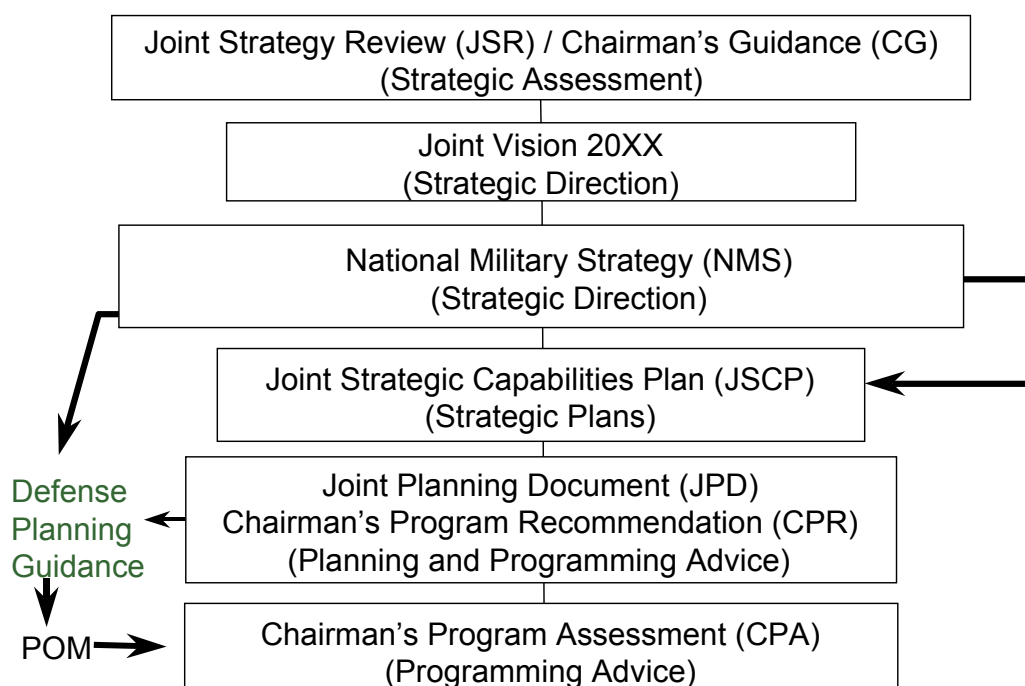


Figure 4-1. JSPS Documents

4-3. Joint Warfighting Capabilities Assessments (JWCA)

As the principal military advisor to the NCA and the CINCs' advocate, the CJCS is responsible for the assessment of military needs from a joint warfighting perspective to ensure that the nation effectively leverages joint Service and Defense agency capabilities while minimizing their limitations. Such assessments involve readiness requirements and plans for improving joint military capabilities. The JWCA process, overseen by the Joint Requirements Oversight Council (JROC), is one of the mechanisms for conducting such assessments. JWCA are continuous assessments conducted by teams of warfighting and functional area experts from the Joint Staff, combatant commands, Services, OSD, defense agencies, and others.

4-4. Army participation in Joint planning and resourcing processes

The Army participates fully in the strategic planning and resource processes. The Army Staff (ARSTAF) supports the Chief of Staff of the Army (CSA), in the role as a member of the JCS, by performing analyses and providing input to the JSPS. The ARSTAF supports the Vice Chief of Staff of the Army (VCSA), in the role as a member of the JROC, by direct participation in the JWCA process. The ARSTAF supports the Secretary of the Army (SA), as a member of the Defense Resources Board (DRB), by participating in JSPS and JROC/JWCA, and by performing additional analyses as required in support of the development of the Defense Planning Guidance (DPG).

4-5. JOPES

a. JOPES provides the procedural foundation for an integrated and coordinated approach to developing, approving, and publishing operation plans. This operational planning process concerns the deployment and employment of current forces, and not the identification of future

force requirements. The latter is part of the force planning/development process. (See Chapter 6 for detailed discussion of JOPES.)

b. The Army supplement to JOPES is the Army Mobilization and Operations Planning and Execution System (AMOPES). AMOPES provides the structure and process for Army participation in JOPES, as well as serving other purposes. (See Chapter 6 for further discussion of Army Mobilization and AMOPES.)

SECTION II

JOINT STRATEGIC PLANNING SYSTEM (JSPS)

4-6. JSPS overview

While the emphasis of this text is on the Army management systems, it is first necessary to understand the relationship of DOD, the JCS, and the combatant commands to the Army force planning process.

a. The CJCS is charged by Title 10 USC with preparing strategic plans and providing for the strategic direction of the Armed Forces. The JSPS, as prescribed by Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3100.01A, provides the framework for strategic planning and strategic direction of the Armed Forces. Joint strategic planning begins the process to create the forces whose capabilities are apportioned for theater operation planning.

b. Within the Joint Staff, strategic planning is primarily the responsibility of the Strategic Plans and Policy Directorate, J-5, and the Force Structure, Resources, and Assessment Directorate, J-8. They use input from the Joint Staff, OSD, other DOD and Federal agencies, combatant commands, and the Services to assist in formulating policy, developing strategy, and providing force planning guidance. Primary responsibility for the management of JOPES, to include the review and approval of operations plans, resides with the Operational Plans and Interoperability Directorate, J-7, and Operations Directorate, J-3.

c. The JSPS constitutes a continuing process in which documents or products are produced. Some are developed concurrently. Key components of the JSPS include strategic direction of the Armed Forces, strategic plans, programming advice to the SecDef, and strategic assessments.

4-7. Strategic direction

a. Strategic direction is the common thread that integrates and synchronizes the activities of the Joint Staff, combatant commands, and Services. Drawing from the strategic guidance contained in the President's national security strategy (NSS), the CJCS develops a National Military Strategy (NMS) describing how the military element of power supports national security objectives. The Chairman's vision provides operational commanders with strategic direction for the conduct of future joint operations within the projected strategic environment.

b. Through these documents and other guidance issued from time to time, the CJCS and the other members of the JCS establish a common focal point, planning horizons, and critical assumptions necessary for the articulation of a strategic vision, strategies, goals, missions, objectives, plans, policies, requirements, and programmed resources. The three important products which provide this strategic direction are the Chairman's Guidance, the *Joint Vision*, and the NMS and they will now be addressed sequentially.

(1) Chairman's Guidance (CG). CG provides a common set of assumptions, priorities, intent, and critical planning factors required in the development of future strategies and plans. CG may not be promulgated as a separate document, but rather as an integral part of the strategy

development process. CG may be established pursuant to the conduct of a Joint Strategy Review (JSR), to be described later, the preparation of a Joint vision, the drafting of a new NMS, or provided separately.

(2) *The Joint Vision*. The Joint vision document is a long-range vision that provides a common focal point for future planning. The vision recommends concepts for operating within the projected security environment. It provides a conceptual template for follow-on Service and combatant command visions while recognizing the unique aspects of warfighting embodied in each organization's core competencies. The Joint vision provides a means to study the implications of emerging threats, technologies, and global changes and their effects on joint doctrine, future force structures, requirements, and capabilities.

(3) *National Military Strategy (NMS)*. The NMS is the principal vehicle by which the CJCS fulfills the obligation of providing strategic direction for the Armed Forces. Deriving overall security policy guidance from the President's NSS, the NMS defines the national military objectives, establishes the strategy to accomplish these objectives, and addresses the military capabilities required to execute the strategy. The NMS describes the strategic landscape and includes a discussion of the potential threats and risks. It also provides strategic direction for the development of the Joint Strategic Capabilities Plan (JSCP) and the joint planning document (JPD), both described below.

4-8. Joint Strategic Capabilities Plan

The JSPS fulfills the Chairman's responsibility to prepare strategic plans by means of the JSCP. The purpose of the JSCP is to provide guidance to the CINCs and Service Chiefs to accomplish tasks and missions based on current military capabilities. The JSCP serves to integrate the deliberate operation and engagement planning activities of the entire joint planning and execution community within a coherent and focused framework. It provides specific theater planning tasks and objectives, delineates necessary planning assumptions, and apportions resources to CINCs. The resulting plans therefore support and implement the objectives of the NMS.

a. The JSCP tasks the CINCs to develop deliberate plans, including operations plans (OPLANs), concept plans (CONPLANs), and functional plans for contingencies and deterrence. It consists of a single instruction that covers planning guidance, objectives, tasks, assumptions, and forces.

b. The JSCP provides guidance on the strategic objectives and priorities for theater engagement activities that are intended to shape the theater security environment in peacetime. From this guidance, combatant commanders develop theater engagement plans (TEP) for peacetime engagement. These plans provide CINC intent, priorities, tasks, and resources required to achieve objectives over the FDYP. The CINC may integrate the elements of TEPs into overall theater strategic plans.

c. The JSCP apportions for planning the major combat forces, strategic lift, and pre-positioned assets expected to be available for both Active Army and Reserve Component (RC) forces. The CINCs may then incorporate these forces in their respective plans. The JSCP also contains an intelligence assessment addressing the global threat environment as well as the probability of selected smaller-scale contingencies in various countries throughout the world. Supplemental instructions are published separately from the JSCP and provide further planning guidance in specified functional areas.

4-9. Planning and programming advice

a. Role of Joint Chiefs of Staff.

(1) The JCS has the statutory responsibility to “advise and make recommendations to the SecDef with respect to the requirements of the combatant commands”. Based on the strategic planning priorities and objectives outlined in the Joint vision and the NMS, the CJCS provides this advice during the preparation of the DPG. The DPG represents the culmination of the planning phase of the PPBS and guides the programming efforts of the Services and other subordinate elements of the DOD. In order to satisfy all planning and policy responsibilities, it is important that the strategy, plans, and concepts developed within the JSPS are supported by a programmatic system that identifies, budgets for, and acquires the capabilities required.

(2) Validation of operational concepts is the job of strategists, planners, and tacticians. Programmers develop, produce, and acquire the equipment and systems necessary to achieve capabilities, and execute plans and strategies to validate operational concepts and their associated capabilities. Strategy and programs must be continually reviewed to be sure that the strategies adopted are supportable and that the programs complement the strategy and plans.

b. Role of the Chairman.

(1) The JPD, Chairman’s Program Recommendation (CPR), and Chairman’s Program Assessment (CPA) together make up the Chairman’s planning and programmatic advice to the SecDef. The JPD represents the best possible early authoritative advice to the Secretary as the process of developing the DPG begins. Concurrently, the JPD informs the JWCA and JROC processes of the broad strategic planning and programming direction and priorities of the Chairman and other members of the JCS.

(2) The CPR provides more specificity on programs of greatest concern to the Chairman much later in the DPG process. Finally, building on the information developed in both the JPD and CPR preparation process, the CPA provides the Chairman’s assessment of the adequacy of the Service and Defense agency programs and where applicable, provides recommendations to the SecDef on specific alternative program and budget proposals based upon an assessment of current and future joint warfighting requirements.

c. Joint planning document (JPD).

(1) The JPD consists of a cover letter and several chapters and is prepared and submitted six months in advance of the scheduled publication of the DPG. Each Joint Staff Director sponsor of a JWCA prepares the corresponding or related JPD chapter in coordination with the Services, combatant commands, and appropriate Defense agencies.

(2) As a whole, the JPD reflects the Chairman’s planning guidance based on the Joint vision and strategic objectives outlined in the NMS and JSCP. It also highlights shortfalls between CINC requirements and resources previously programmed; develops long-term acquisition policy and intelligence projections; highlights selected objectives for priority science and technology investments; and reflects operational vulnerabilities out to a common planning horizon and investment strategies for new operational concepts.

d. Chairman’s Program Recommendation (CPR). The CPR provides the Chairman’s personal recommendations to the SecDef for consideration in the DPG, reflecting the Chairman’s view of programs important for creating or enhancing joint warfighting capabilities. The CPR development process considers the initial input provided in the JPD and may expand, refine, or modify programming priorities contained in the JPD, focusing on recommendations that will

enhance joint readiness, promote joint doctrine and training, and better satisfy joint warfighting requirements.

e. Chairman's Program Assessment (CPA). The CPA contains the Chairman's alternative program recommendations and budget proposals for the SecDef's consideration in refining the defense program and budget. The Chairman reviews the program objective memoranda (POMs) of the Services and other agencies of the DOD and the preliminary program decisions made regarding the Defense Program. The CPA, delivered near the end of the program review cycle, provides the Chairman's assessment of the adequacy of the Service and Defense agency POMs, as defined in the most recent programming cycle. The Chairman comments in the CPA on the risk associated with the planned allocation of defense resources. The CPA also includes an evaluation of the extent to which the POMs conform with the priorities established in strategic plans and the CINC's requirements.

f. Summary. The SecDef prepares the DPG in order to establish the planning and programming priorities of the DOD. The Chairman uses the JPD and CPR to communicate advice on these priorities and uses the CPA to assist in evaluating compliance and consistency with the guidance.

4-10. Strategic assessments

a. The Chairman and assessments. The Chairman is responsible for performing ongoing assessments supporting the development of strategic advice and assistance to the President and SecDef. Specifically, the Chairman is responsible for assessing the: ability of the NMS to achieve national security objectives; ability of the strategic and theater plans to accomplish the components of the NMS; capabilities of the Armed Forces to accomplish the tasks and requirements of the strategic plans; and capabilities of the Armed Forces and allied forces as compared to those of potential adversaries. Assessments provided in the JSPs include the JSR and the Joint Net Assessment (JNA) process.

b. Joint Strategy Review (JSR).

(1) The JSR provides the primary means for the CJCS to analyze strategic concepts and issues relevant to strategy formulation. The JSR process continuously gathers information through an examination of current, emerging, and future issues related to threats, strategic assumptions, opportunities, technologies, organizations, doctrinal concepts, force structures, and military missions.

(2) This analysis provides a basis for changes to the Joint vision and the NMS. The JSR analysis provides a strategic framework for the Chairman's advice on critical defense issues. The JSR validates a common set of planning assumptions and provides a common reference point used by other Joint Staff processes such as the JROC and JWCA.

(3) The JSR is a continuous process used to develop strategic military planning advice and assessments. JSR working groups, composed of representatives from the Joint Staff, Services, combatant commands, and supported by the Defense agencies, study the strategic environment out to a common planning horizon or they may study specific areas of concern identified by the Chairman. The JSR produces periodic JSR issue papers and a JSR annual report.

(4) JSR issue papers are prepared when significant changes or factors in the strategic environment are identified. They are presented to the Chairman, Chiefs, and CINCs and are used to consider changes to the Joint vision, NMS, JPD, or the JSCP.

(5) The JSR annual report provides a framework for the Chairman's strategic military advice. It includes an assessment of the strategic environment, national security objectives, and strategic priorities covering a twenty (20) year review window. It reports changes in the strategic environment that are significant enough to warrant senior leadership review. The report highlights the threat assessment and issues from JSR issue papers, their impact on the NMS, and provides the Chairman with options and a recommendation. The Chairman's endorsement of a course of action constitutes guidance to update, change, or retain the current NMS or Joint vision.

c. Joint net assessment (JNA) process.

(1) The Chairman is responsible for assessing current capabilities of U.S. Forces and their allies and comparing them with the capabilities of potential adversaries. The JNA process provides the mechanism to assess force strengths and deficiencies and their effect on U.S. ability to meet national security objectives. In addition, strengths and deficiencies are assessed in terms of their affect on strategic plans. This assessment is conducted with the full participation of the combatant commanders and the Services. The JNA process provides a strategic-level risk assessment and provides the basis for developing risk associated with alternative force structures and strategies.

(2) As a minimum, the JNA process develops a net assessment every four years (quadrennial assessment). This net assessment, based on a risk evaluation force, projects U.S. and allied capabilities against those capabilities that would reasonably be available to potential adversaries. This quadrennial assessment is provided to the SecDef and supports the assessment of current strategy and the development of alternative force structures and strategies.

(3) In the event of significant changes in the national security environment, emerging threats, or at the direction of the NCA, the JNA process assesses the capabilities of the current force structure and compares them to the capabilities of potential adversaries. This assessment supports the ongoing JSR process and provides the necessary evaluation of U.S. forces' capability to achieve current NMS objectives.

4-11. The Joint Requirements Oversight Council (JROC) process

a. The CJCS chairs the JROC, and the functions of the JROC chairman may only be delegated to the Vice Chairman of the Joint Chiefs of Staff (VCJCS). Other members of the JROC are selected by the CJCS after consultation with the SecDef, who are in the grade of General and Admiral that are recommended by their military Departments. Historically, the JROC has consisted of the VCJCS, the Vice Chiefs of Staff of the Army and Air Force, Vice Chief of Naval Operations, and the Assistant Commandant of the Marine Corps. Since April 1994, the CJCS expanded the authority of the JROC to assist in building senior military consensus across a range of issues across four broad functional areas. These functional areas are requirements, assessments, joint integration, and resources (Figure 4-2).

b. The JROC has continued to broaden its agenda to include greater initiative in defining military requirements with an expanded focus on the planning, programming and budgeting process. The JROC oversees the requirements generation process for major defense acquisition programs (MDAP) as specified in CJCSI 3170.01 and DOD 5000.1. Additionally, JROC activity has been increasingly focused on dialogue with CINCs on warfighting requirements. The JROC established JWCA in 1994 as a tool to improve analysis and assessment capabilities to enhance joint operations. These assessment teams have been reorganized several times in the recent past. The current organization covers eight critical warfare areas consisting of the following: Precision Engagement; Dominant Maneuver; Full Dimensional Protection; Focused Logistics; Intelligence, Surveillance, and Reconnaissance; Communications and Computer Equipment; Information Superiority; and Strategic Deterrence (Figure 4-3). Finally, the JROC continues to maintain its direct integration in PPBS. Significant effort is involved in the production of two JSPS documents, the CPR and CPA, both discussed earlier in the section on JSPS.

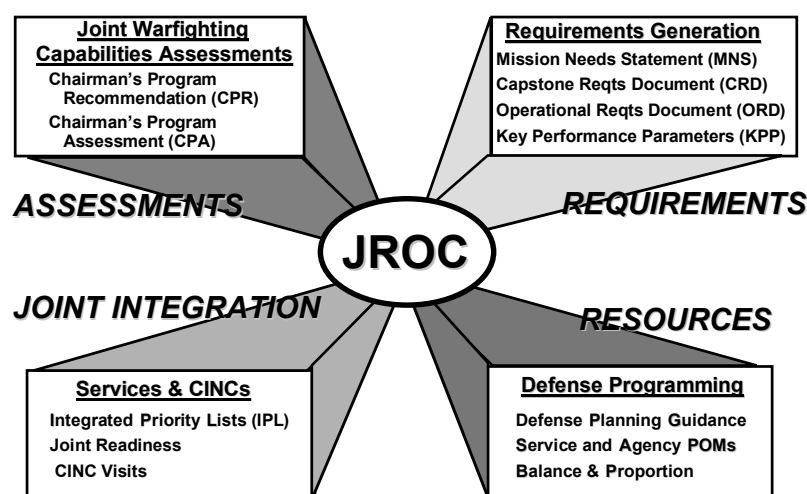


Figure 4-2. JROC Functional Areas

c. To assist the integration and coordination effort of the JWCA, the JROC initially created the JROC Review Board (JRB). In 1999, the JRB officially changed its title to Joint Requirements Board but its function remains unchanged. The JRB consists of the Director, J8, and the appropriate Service-designated general officer representatives. The JRB assists the JROC in overseeing the requirements generation process and the JWCA process. The JRB reviews JWCA insights, findings, recommendations, and provides both guidance and direction.

d. To prepare the JRB and the JROC for their roles, a Joint Requirements Panel (JRP) was formed. This panel is comprised of the O-6 level JROC action officers from each of the Services and the Joint Staff, and is chaired by the Deputy Director, J-8. JRP members serve as the primary advisors to their Services' JRB/JROC principals and integrate Service participation in JWCA studies and assessments.

4-12. Joint Warfighting Capabilities Assessments (JWCA)

JWCA teams, each sponsored by a Joint Staff directorate (Director), examine key relationships and interactions among joint warfighting capabilities and identify opportunities for improving warfighting effectiveness. The teams consist of warfighting and functional area experts from the Joint Staff, CINCs, Services, OSD, DOD agencies, and others as deemed necessary. JWCA issues are presented to the JRB, and then to the JROC for consideration. Through this process the JROC then is instrumental in helping the CJCS forge consensus and examine alternatives.

- ✓ **Organized across Service /Agency Lines**
- ✓ **Focused on Warfighting Issues/Capabilities**
- ✓ **Helps the Integrate Requirements and Architectures**

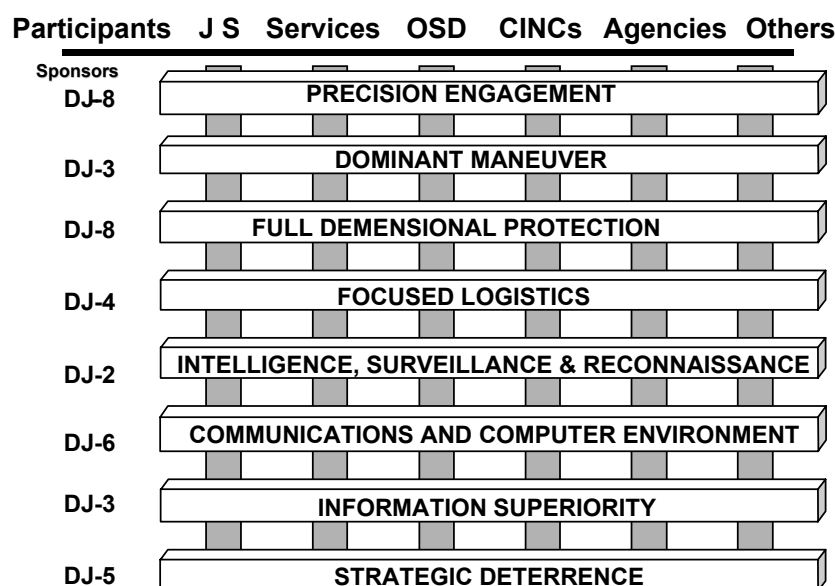
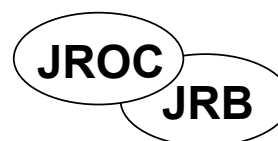


Figure 4-3. JWCA Team Organization

SECTION III PLANNING AND RESOURCING

4-13. DOD Planning, Programming, and Budgeting System (PPBS)

a. PPBS is a cyclic process containing three distinct but interrelated phases: planning, programming, and budgeting (Figure 4-4). The process provides for decision-making on future programs and permits prior decisions to be examined and analyzed from the viewpoint of the current environment (threat, political, economic, technological, and resources), and for the time period being addressed.

b. PPBS is the formal resource management system for constructing and maintaining the FYDP. It progresses from the articulation of the military strategy to defining the organizations, training, and forces to support that strategy. During the planning phase, the SecDef provides policy direction, program guidance, and fiscal manpower controls for the remainder of the PPBS cycle.

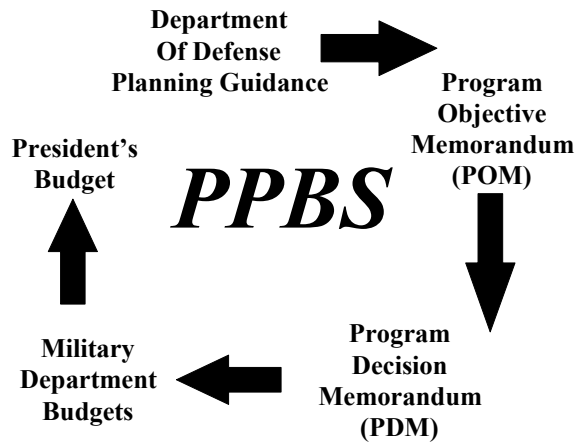


Figure 4-4. PPBS

c. The planning phase of PPBS culminates with the issuance of the DPG. The DPG contains planning and programming guidance to the Services and the Defense agencies for the conduct of force planning and program development. The DPG identifies the major dangers and opportunities bearing on America's security and prosperity, outlines the force structure and modernization priorities best suited to implement the NMS, and establishes policies in a host of other areas from counter-proliferation initiatives to defense manpower and infrastructure. It establishes overall resource priorities and provides specific programming guidance in the following categories:

(1) *Readiness and sustainability.* This is the ability of forces, units, weapon systems, or equipment to deliver the outputs for which they were designed (includes the ability to mobilize, deploy, and employ without unacceptable delays—normally includes pre-D-day measures), and sustain their peacetime operations/maintenance support. This category includes the “staying power” of forces, units, weapons systems, and equipment, often measured in number of days or in terms of uncommitted units and personnel. It includes those mechanisms, equipment, and facilities necessary to produce and deliver those people and things over prolonged periods (normally associated with post-D-day measures).

(2) *Modernization.* The modernization guidance provides guidance on those tenants and capabilities identified in the Joint vision. This category will be given a high priority in our efforts to ensure qualitative superiority in technology. It provides acquisition approach guidance including the use of reduced cost advanced commercial technologies, products, and practices; research and development hedging strategies; judicious incorporation of advanced technologies into existing or new systems; and research and development cooperation with allies. It also provides guidance on increasing the efficiency of acquisition strategies; research, development, test, and evaluation procedures; the acquisition work force; industrial base policies; and supporting logistics systems.

(3) *Force structure.* This refers to the manpower and materiel resources of units/organizations tasked to perform missions in peace and war. It includes those units/organizations, which will activate, inactivate, or change during the planning/programming period.

(4) *Infrastructure.* In order to add to our efficiency and redirect our shrinking resources while maintaining high quality forces, infrastructure and overhead are examined in all program areas.

d. Summary. The DPG is the OSD guidance document for providing general policy and direction for program development. It is the link between planning and programming. The DPG is developed with input from the Services, Defense agencies, CJCS, and combatant commands and is published in the March/April timeframe every year. This document provides guidance for the development of a specific POM period. The guidance covers the entire six year period of the POM and concurrent two budget years. -(See Chapter 9 for a complete discussion of PPBS/PPBES.)

4-14. The Army planning system

a. System overview.

(1) The Army planning system is designed to meet the demands of JSPS, JROC/JWCA, JOPES, and PPBS. Through the JSPS and the JROC/JWCA processes, the Army provides its input to the documents, which present the advice of the CJCS, in consultation with the other members of the JCS and the CINCs, to the SecDef and the President.

(2) The Army planning system initiates the Army Planning, Programming, Budgeting, and Execution System (PPBES) (Figure 4-5). (The Army has chosen to add an E to the process acronym to emphasize the execution phase.) This planning system addresses the development of defense policies and the military strategy for attainment of national security objectives and policies. It determines force requirements and objectives, and establishes guidance for the allocation of resources for the execution of Army roles and functions in support of national objectives. It provides the forum within which the Army conducts all planning, except operational (contingency) planning which is performed by the CINCs with CJCS guidance and Service assistance. Planning in the PPBES supports the planning phase of the DOD PPBS and the JSPS. It also provides guidance for the subsequent phases of the Army PPBES. Planning is defined as the continuing process by which the Army establishes and revises its goals or requirements and attainable objectives, chooses from among alternative courses of action, and determines and allocates its resources (manpower and dollars) to achieve the chosen course of action. The value of comprehensive planning comes from providing an integrated decision structure for an organization as a whole.

(3) Adequate planning requires “causative thinking”—a way and means of making events happen to shape the future of an organization instead of adapting to a future that unfolds from “blind forces.” Planning is experimenting with ideas that represent the resources of an organization without risking those resources. It is designed to reduce risk by simplifying and ordering as much information as possible upon which to make a decision. It includes the development of options.

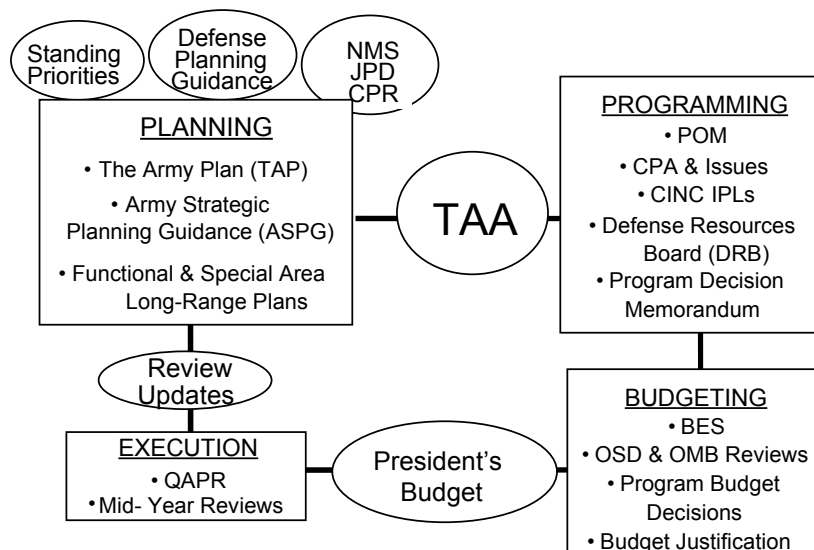
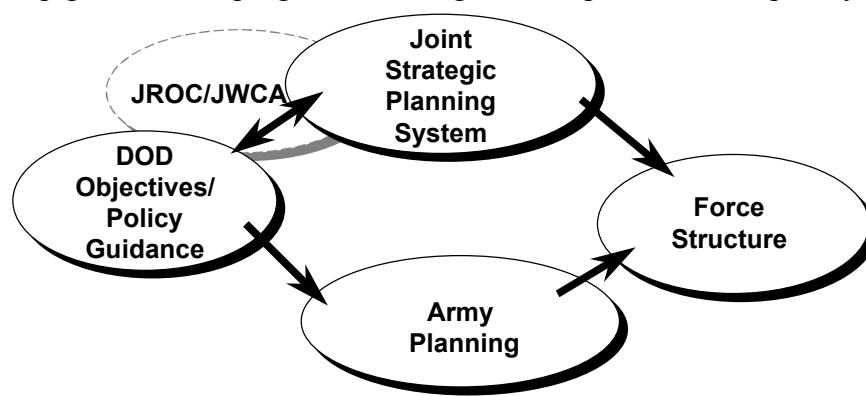


Figure 4-5. Army Planning and PPBES Cycle

(4) The Army planning system includes strategic planning and force planning for both requirements and objectives. Strategic planning is the development of national defense policy, national military objectives, and the National Military Strategy. Strategic planning provides direct support to the DOD PPBS and JSPS, while concurrently supporting the Army PPBES. These planning activities serve to guide the subsequent development of programs and budgets. Army planning includes the identification of the integrated and balanced military forces necessary to accomplish that strategy, and provision of a framework for effective management of DOD resources towards successful mission accomplishment consistent with national resource limitations.

(5) The Deputy Chief of Staff for Operations and Plans (DCSOPS) has primary ARSTAF responsibility for Army planning. The Deputy Chief of Staff for Intelligence (DCSINT) is responsible for the development of threat estimates. ARSTAF functional proponents are each responsible for supporting this planning within their proponentcy. This staff support is essential to ensure the accuracy of macro-level resource projections. Staff participation in Joint actions is also a major and continuous planning activity. The DCSOPS has the additional responsibility of Army Operations Deputy (OPSDEP) for assignment, review, coordination, and staff supervision of all joint actions in the ARSTAF. Each agency head is responsible, within the agency's staff area of responsibility, for advising the CSA, through the DCSOPS, on all matters of joint interest and necessary actions resulting from CJCS decisions.

(6) Army planning for the PPBES focuses on the policy and programming guidance determined during DPG development, and force and program recommendations established during NMS, JPD, and CPR development. The Army planning process provides the systematic means to develop guidance for program and budget development. Conceptually, this process is a



generalized risk assessment management model that supports the senior leadership of the Army in decisions on resource allocation for the Army. Through this planning process known as total Army analysis (TAA), the Army determines force requirements and required force capabilities. The CSA, major commands, and Army component commanders of the combatant commands to develop their requirements use the resulting documents. A force requirement planning is conducted in order to translate JSPS and CJCS advice and recommendations and DOD guidance and objectives into Army terms Figure 4-6).

Figure 4-6. Army Force Requirements Planning

b. The Army Plan (TAP).

(1) TAP has recently been revised in format and content. It now combines the planning horizon of the former TAP with that of the former Army long range planning guidance (ALRPG), resulting in a comprehensive single source planning document. TAP focuses primarily on the program years plus ten years. It presents comprehensive and cohesive strategic, mid-term planning, and programming guidance that addresses the Army's enduring core competency over the full sixteen year time period. The Army's core competency is currently defined as: Soldiers and leaders, and those who support them, prepared to conduct prompt and sustained operations throughout the entire spectrum of military operations in any environment that requires land force capabilities.

(2) TAP sets the azimuth and provides a focused and consistent theme for developing the program and budget. TAP starts with the enduring core competency (i.e., ends) and translates it into capabilities (i.e., ways for accomplishing the ends), which ultimately produce the program and budget (i.e., means). This systematic approach provides a coherent context for developing, explaining, and defending the Army's programs and budgets. Explaining the Army's budget effectively is essential to obtaining appropriations and authorizations that provide the means to move along the azimuth to the future.

(3) In order to accomplish the goals described above, TAP does the following:

(a) Outlines and integrates national security strategy (NSS), National Military Strategy (NMS), and Defense Planning Guidance (DPG) for the Army.

(b) Introduces mid-range planning objectives and capability requirements from long range plans.

(c) Links programming guidance to mid-range planning objectives and capabilities.

(d) Summarizes the existing view of the current force, the POM force, and the projected force ten years beyond.

(e) States the Army's priorities within expected resource levels.

(f) Provides early direction to programming and budgeting.

(4) In addition, the newly revised TAP possesses the following characteristics which set it apart from previous TAPs:

(a) A continuum from strategic direction, through planning capabilities, to programming guidance.

(b) A planning section that addresses operational capabilities, i.e., what the Army will require to achieve its core competency.

(c) Participation in working sessions at the two-star level in finalizing the strategic guidance, at the action officer level by Secretariat and ARSTAF planners in creating the operational capabilities-based planning guidance, and by the programmers in revising the programming guidance.

(5) The strategic guidance focuses on the long term and where the Army leadership wishes to go. The planning guidance describes the mid-term and the kinds of capabilities needed. The programming guidance addresses the near- to mid-term and how we get there from here. Common themes are shared from strategic guidance, through planning capabilities, to the programming means. TAP systematically links the guidance together through the common themes.

(6) TAP provides the primary guidance for developing the POM and for documenting the program and budget baseline. Equally important, it provides a common foundation for defending the Army program and budget. Finally, TAP provides a common starting point for all other Army strategic functional plans.

(7) TAP is organized into three principal sections. Section I, Army Strategic Planning Guidance (ASPG), provides strategic, long-term planning guidance to the rest of TAP, other Army strategic planning documents, and the Army as a whole. It replaces the ALRPG. ASPG provides the senior leadership's vision for the Army, derived from an in-depth assessment of the current and emerging geostrategic environments. The vision is a consensus of the Army operational and institutional capabilities required in the future and provides the overarching goals and objectives that must be attained. Within this vision is a general description of the transformation strategy and the enablers that will assist in achieving strategic goals and objectives.

(8) Section II, Army Planning Guidance, focuses on the ways of accomplishing the core competency. In order to do this, seven mission areas have been identified which reflect the broad activities the Army will have to perform now and in the future. Mission areas are further organized into a series of operational tasks that identify the key objectives necessary to accomplish the missions. For each operational task, a series of operational capabilities, with performance standards, are identified. These focus on what it will take to accomplish the parent operational task (i.e., what capabilities are essential for accomplishing the objective).

(9) The combination of operational capabilities and performance standards will provide the programmers with information on what is required and how much of it is required from an operational point of view. Planners now have a process and a product for expressing operational requirements to programmers at the DA level.

(10) Section III, Army Programming Guidance Memorandum (APGM), maintains the continuum of guidance from strategic planning to mid-term planning, and finally to programming guidance. It provides the specific direction for building the POM and is described further in Chapter 9.

(11) In summary, TAP identifies capabilities to sustain the Army's core competency over the planning horizon. It relates the capabilities to DOD planning guidance and the Army's strategic planning. TAP provides programmers and budgeters with insights to consider alternative means and to relate their decisions to planning guidance.

c. Army Mobilization and Operations Planning and Execution System (AMOPES). Another element of the Army planning system includes AMOPES. AMOPES provides the interface between combatant command plans for utilization and deployment of Army forces and Army plans for providing mobilized forces and resources. It also serves as the Army supplement

to the JSCP. AMOPES Volume II provides guidance to Army Staff agencies, Army commands, and Army components of combatant commands for the employment and/or support of Army forces in the near-term period. It reflects specific tasks and capabilities attainable within existing programs and budget limitations. It also documents the Army forces available to execute contingency plans; presents the mobilization schedule and major combat forces together with planned availability for deployment of these forces; sets priorities for apportionment of combat support and combat service support units; presents joint strategic concepts; assigns tasks to commanders of major Army commands; provides personnel, intelligence, and logistics guidance; provides guidance for development of plans with and without mobilization; and provides guidance required to plan for mobilization of units and individuals to meet established force requirements in the event of the need to expand the Active Army. Refer to Chapter 6 for more detail on AMOPES.

SECTION IV

THE FORCE REQUIREMENTS PROCESS

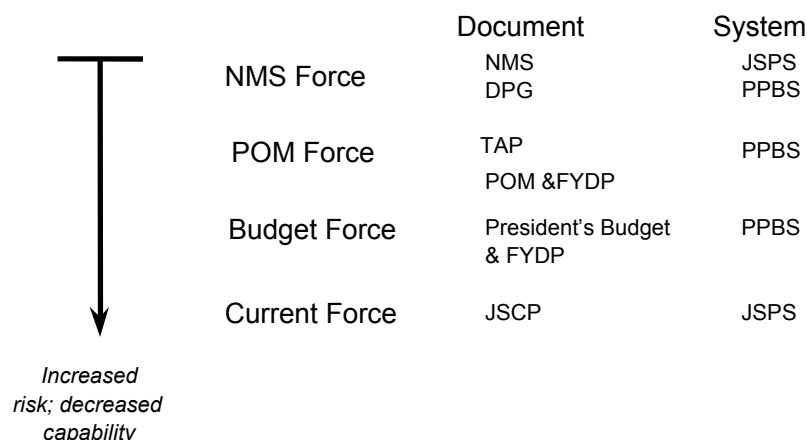
4-15. Process overview

a. In studying force planning, it is necessary to understand the approach used within the DOD (including the Joint Staff and the Services) in determining the proper size forces the nation should have. This “force sizing” is an integral part of PPBES, which allocates limited resources and adheres to the PPBS schedule and discipline. As in all other aspects of the PPBES, the guidance received from OSD plays an important part. The JCS considers the previous DPG, Presidential National Security Directives (NSD), and other pertinent policy information issued by the Administration when advice in the form of the NMS, JPD, and CPR is provided for the development of the DPG.

b. The force requirements process is not solely an Army process but rather is accomplished by all the Services, usually in concert with one another but sometimes unilaterally. It is a process inextricably linked with the DOD PPBS.

c. Force requirements must be based on an understanding of the objectives to be achieved. Consequently, this process begins with the articulation of national interests and objectives by the political leadership and the formulation of a NSD. Guided by the NSD, the CJCS develops a recommended NMS that is provided to the SecDef and to the President. Using the force levels contained in the NMS as a basis and taking into account the threat and, where appropriate, the externally-imposed constraints (dollars, manpower, equipment, industrial capacity, technology, etc.), the force design process is begun.

d. The evolution of the force results from a sequence of actions, which progressively refine initial estimates. Beginning with the force requirements contained in the NMS and progressing to the current force, one sees an increasingly detailed definition of force structure components



and increasingly definitive resource guidance. As the resource constraints increase, the forces become progressively smaller and the amount of risk inherent in strategy execution increases (Figure 4-7).

Figure 4-7. Force Development Stages

4-16. National military strategy force

a. The force levels contained in the current version of the NMS were derived as a direct result of the Secretary of Defense's Quadrennial Defense Review (QDR), completed in 1997 (Figure 4-8). In the past, force levels contained in the NMS were developed by the CJCS, with CINC and Service input, as a product of the JSR process. These former force levels were referred to as the "CJCS Fiscally Constrained Force".

- Minimum force necessary to carry out NMS at prudent military risk
- Developed through the QDR process
- Fiscally constrained
- Fully supported
- Fully structured
- Benchmark for assessing Program Force risk

Figure 4-8. NMS Force

b. The QDR represented the fourth comprehensive review of our military posture since the end of the Cold War, building upon the experience of the 1991 Base Force Review, the 1993 Bottom-Up Review, and the 1995 Commission on Roles and Missions of the Armed Forces.

c. The QDR was required by the *Military Force Structure Review Act*, which was included as part of the *National Defense Authorization Act for FY 1997*. The DOD designed the QDR to be a fundamental and comprehensive examination of the nation's defense needs from 1997 to 2015, encompassing potential threats, strategy, force structure, readiness posture, military modernization programs, defense infrastructure, and other elements of the defense program. The QDR was intended to provide a blueprint for a strategy-based, balanced, and affordable defense program. The review was a collaborative effort between OSD and the Joint Staff, with extensive participation from the Services and the CINCs.

d. The strategy developed during the QDR contained three main elements: first, the ability to shape the international environment by promoting regional stability, preventing or reducing conflicts and threats, and deterring aggression and coercion on a day-to-day basis in key regions of the world; second, the need to respond quickly to the full spectrum of crises, from conducting concurrent smaller-scale contingency operations to fighting and winning two major theater wars; and, third, the mandate to prepare now to meet the security challenges of an uncertain future and discourage prospective rivals from embarking on a military competition with the U.S. This strategy was the conceptual foundation of the review and QDR programmatic decisions.

e. The QDR assumed that defense spending would remain relatively constant for the foreseeable future. Therefore, it recommended some reductions in personnel strength and weapons programs. These reductions, combined with systemic improvements in the infrastructure, were viewed as necessary to meet the near-term requirements of shaping and responding, while at the same time meeting long-term modernization needs. Savings realized through reductions in force structure would be diverted to more robust research, development, and acquisition programs to provide the technology required to dominate future battlefields.

f. While the QDR indicated a need for some restructuring of the force and end strength reductions, it reaffirmed the need to retain ten active Army divisions, two active armored cavalry regiments, fifteen National Guard enhanced separate brigades, and the capability provided by "appropriately restructured" National Guard combat divisions. Major combat force levels were also prescribed for the other Services.

g. In the view of the Chairman and the other members of the JCS, the force levels recommended in the QDR were "the minimum necessary to carry out the [stated] strategy at prudent military risk".

4-17. Program Objective Memorandum (POM) force

a. The POM force is based on the NMS force, and must be responsive to the OSD sizing and structuring scenario (Figure 4-9). In the case of the Army, using major combat forces established in the NMS force, extensive analysis is conducted to determine the achievable manning, equipment, and modernization levels for the major combat units. For the Army, once the NMS force has been determined (mission forces), the combat support and combat service support units (supporting forces) required to support the force in combat are determined using the TAA process. The TAA takes the major divisional and nondivisional combat forces of the NMS force and identifies (or develops) the necessary supporting forces required to support deployed major combat units. This provides a basis for examining trade-offs between types of units and assessing risk when shortfalls occur in the program. Considerable data are amassed on the contribution various units make towards the combat effectiveness of the Army, and these data are used in assessing trade-offs as the structure of the POM force is determined. (TAA is discussed in Chapter 5). Similarly, extensive analysis is conducted to determine the amount and location of stockpiles and other logistical functions that can be programmed to support the POM force. This information is also incorporated in the trade-off analysis.

- Based on the NMS Force
- Responsive to OSD Sizing and Structuring Scenario
- Resource Constrained Based on OSD Projections
- Analysis Two to Six Years Into the Future
- Careful Balance Between Resource Availability and Force Capability

Figure 4-9. POM Force

b. As a consequence of the numerous analyses mentioned, a POM force is determined which is a delicate balance between resource availability and force capability. A Service's POM presents its programs for achieving objectives in the areas of forces, manpower, equipment, materiel acquisition, and logistic support within constraints specified by the SecDef.

4-18. Budget force

The budget force is that force and its associated capabilities which would be achieved if the budget requests were fully appropriated (Figure 4-10). The capabilities of the budget force are slightly less than the POM force, and it has an accordingly higher associated risk. The budget force is drawn from the first two years of the POM.

- Force and Its Associated Capabilities That Would Be Achieved If the Budget Were Fully Executed
- Drawn From the First Two Years of the Six Year Defense Program
- Less Capable Than the Program Force
- Accordingly Higher Risk Than the Program Force

Figure 4-10. Budget Force

4-19. Current force

The current force is that force and its associated capabilities that is in being today (Figure 4-11). It is the force that reflects real-time readiness conditions. The current force also represents the latest adjustments to the budget force based on congressional resource appropriations and command priorities and decisions. When more constraints are applied to it than the budget force, it manifests a different level of risk.

- Force and Its Associated Capabilities That Is In Being Today
- Reflects Real-Time Readiness Conditions
- Represents Latest Adjustments to the Budget Force Based On:
 - Congressional Resource Constraints
 - Command Priorities and Decisions
- May Be Less Capable Than the Budget Force
- Possible Higher Risk

Figure 4-11. Current Force

SECTION V

THE JOINT OPERATIONS PLANNING AND EXECUTION SYSTEM (JOPES)

4-20. JOPES overview

a. The objective of JOPES is the timely development of effective operation plans throughout the combatant commands. Through the use of uniform planning procedures and formats, JOPES facilitates CJCS review of operation plans, incorporates automatic data-processing techniques and interchange of data, standardizes operation plans, and provides for reporting any force shortfalls and limiting factors identified during the planning process.

b. JOPES establishes a comprehensive set of procedures to be used in both deliberate and crisis action planning of joint military operations and, to the extent possible, in combined operations. Planning in JOPES begins with the assignment of missions and publication of other data to combatant commanders in the JSCP. The phases of deliberate planning under JOPES are (Figure 4-12)—

(1) *I. Initiation Phase*, in which planning tasks are assigned, forces and resources available for planning are identified, and initial planning assumptions are stated.

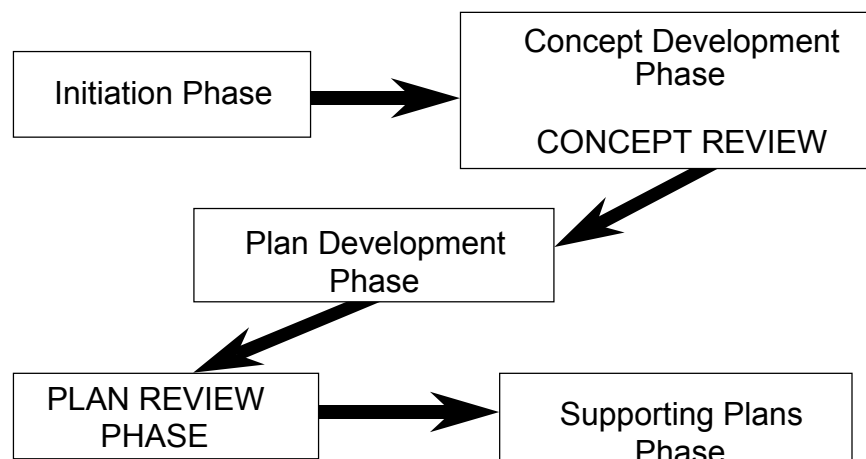


Figure 4-12. JOPES Deliberate Planning

(2) *II. Concept Development Phase*, in which all factors which can have a significant effect on mission accomplishment are collected and analyzed, the best course of action is determined, and the concept of operations is developed. The CINC's strategic concept is submitted to the CJCS for approval. The Under Secretary of Defense for Policy (USD(P)), or a designated representative, reviews selected concepts.

(3) *III. Plan Development Phase*, in which force requirements are identified, the force list is structured, resupply and transportation requirements are determined, time-phased force deployment information are developed (not required for CONPLANS) and concept summaries), and all elements of the plan are documented in JOPES format and submitted for CJCS approval.

(4) *IV. Plan Review Phase*, in which all elements of the plan are assessed, validated, and approved by the CJCS for adequacy, acceptability, and joint doctrine. Again, the USD (P), or a designated representative, may review selected plans.

(5) *V. Supporting Plans Phase*, in which all required supporting plans are completed, documented, and validated.

4-21. Crisis action planning

a. When required during crisis action, execution planning is conducted as the traditional planning necessary to convert an OPLAN or CONPLAN into an operations order (OPORD) for the purpose of achieving timely military response for a specific situation. It is normally initiated by a CJCS alert order. A no-plan situation is one in which an OPLAN, CONPLAN, or concept summary does not exist. In this case, JOPES provides standardized procedures for crisis action planning.

b. Clearly, all aspects of an OPLAN are of interest to the participating Service(s). Some are singled out here since they impact so heavily on the Army's force-structuring process and ultimate assignment of priorities for unit deployment and levels of readiness (Figure 4-13). It is during the plan development phase that the warfighting CINC's time-phased force lists are provided by component/subordinate commanders to sequence the arrival of forces in accordance with the visualized concept of operations. Planning for deployment is the product of mission

analysis and intelligence assessment and is keyed to the supported commander's concept of operations. It is based on Joint and Service doctrine, guidance, review, and the availability of forces. While this planning is ultimately integrated by the supported joint commander or the CINC, the component commanders develop detailed lists of combat and support forces to be employed in accomplishing the assigned tasks, including the required closure time of forces (as specified in the supported commander's concept of deployment) to be deployed to the area of operations. This phase concludes with the production of the supported commander's time-phased force and deployment data (TPFDD). The TPFDD includes assigned forces, augmentation forces, resupply, replacements, and supporting forces, which are to be deployed to the area of operations and forces stationed within the area of operations.

c. The TPFDD is built by each warfighting CINC and refined in detail by various participants to ensure the feasibility and acceptability of the data. The TPFDD is then made accessible to planners throughout the joint military community on the Global Command and Control System (GCCS).

d. Closely related to planning for the major forces is determining the overall transportation and sustainment requirements with the proper sequencing to support the combat forces. This entails computation of support requirements based upon Service planning guidance and the time phasing of this support in accordance with the supported commander's overall concept. Most critical to the process is the proper assignment of air or sea mode to time-phased requirements to ensure optimum use of mobility/transportation assets.

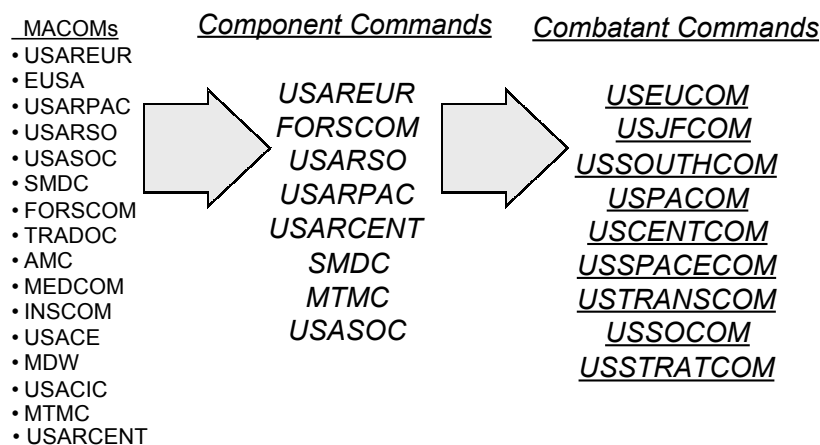


Figure 4-13. Army Force Providers

e. Another significant consideration of the whole process is the identification of shortfalls and associated risks. Coordination with and between all commands and agencies concerned is essential to make the detailed adjustments necessary to resolve shortfalls or limiting factors. When a plan has been approved, subordinate and supporting commands and Services must update/modify force and resupply requirements and identify units in light of real-world asset availability/readiness. They must also consistently address the basic execution planning tasks: identification of forces required, designation of units, determination of movement requirements to include actual resupply, and planning the movements of forces and supplies. (See Chapter 6 for detailed discussion of JOPES.)

4-22. Combatant commands

a. Combatant commands provide for the integrated effectiveness of U.S. military forces in combat operations and for the projection of U.S. military power in support of U.S. national

policies. They are established by the President through the SecDef with the advice and assistance of the CJCS. The chain of command extends from the President to the SecDef to the commanders of the combatant commands. Forces are assigned under the authority of the SecDef. This prevents any Service from unilaterally removing its forces, thereby undercutting the authority of these commanders. A combatant command is a command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Services. Combatant commanders have full combatant command (COCOM) of those forces assigned. The Unified Command Plan (UCP) is the document that establishes the combatant commands.

b. The combatant commands and the command and communication relationships are indicated in Figure 4-14:

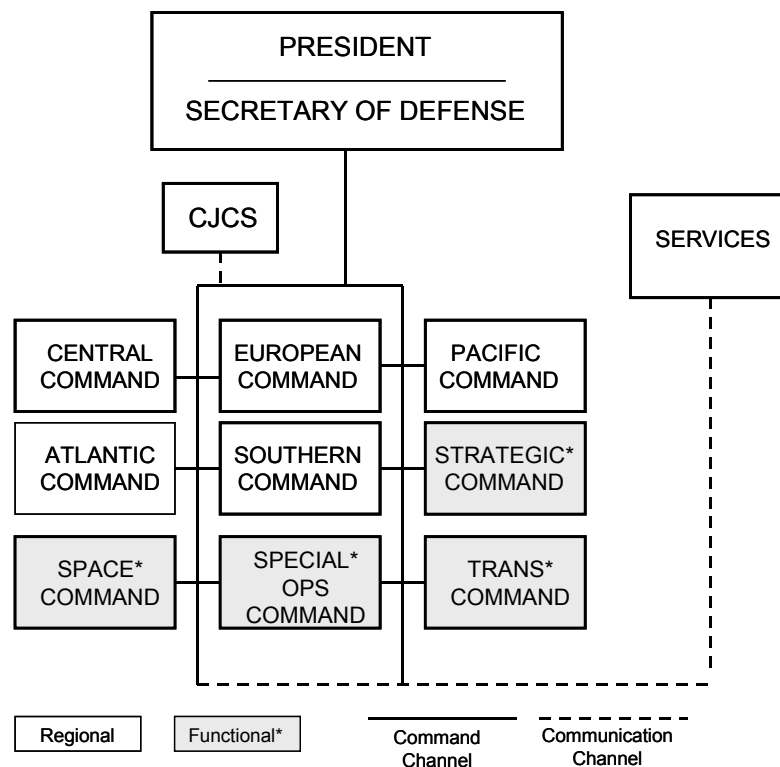


Figure 4-14. Command and Communication Channels

(1) U.S. Joint Forces Command (USJFCOM) is responsible for the defense of the eastern approaches to the United States and the lines of communication in the Atlantic area. USCINJFCOM is also Supreme Allied Commander, Atlantic (SACLANT), a major NATO commander. Additionally, USJFCOM is responsible for joint force integration, providing most CONUS-based forces, and conducting joint force experiments to help operationalize the Joint vision.

(2) U.S. Central Command (USCENTCOM) is responsible for Southwest Asia, the Arabian Peninsula, and the Horn of Africa. CENTCOM will also be responsible for some of the countries of the former Soviet Union which border its current region.

(3) U.S. European Command (USEUCOM) is responsible for the U.S. contribution to NATO and for commanding U.S. forces assigned to Europe. Its area of responsibility also includes six countries that belonged to the former Soviet Union, portions of the Middle East, most of the African states bordering on the Mediterranean, and Africa south of the Sahara.

USCINCEUR is also Supreme Allied Commander, Europe (SACEUR), a major NATO commander, and as such is responsible for the defense of Allied Command Europe.

(4) U.S. Pacific Command (USPACOM) is responsible for defense of the United States from attacks through the Pacific Ocean, and for U.S. defense interests in the Pacific, Far East, South Asia, Southeast Asia, and the Indian Ocean.

(5) U.S. Space Command (USSPACECOM) was established 23 September 1985. It is responsible for space operations in support of U.S. forces across all levels of conflict. USCINCSpace supplies warning of ballistic missile attack, communications, navigation, positioning, and environmental support to U.S. military and selected government users. USCINCSpace also controls military space launch and satellite on-orbit control operations. Additionally, USSPACECOM ensures the safety of U.S. satellites against attacks and initiates actions against foreign satellites to safeguard U.S. forces from attacks in space. USCINCSpace, when designated as Commander-in-Chief, North American Aerospace Defense Command (CINCNORAD), is responsible for bi-national aerospace surveillance and warning, and atmospheric defense of North America.

(6) U.S. Special Operations Command (USSOCOM) was established 16 April 1987. It exercises combatant command (COCOM) of all CONUS-based special operations forces (SOF). The missions of USSOCOM are to: prepare assigned forces to carry out special operations (SO), psychological operations (PSYOP), and civil affairs (CA) missions as required; plan for and conduct SO in support of United States national security objectives; provide SOF to other combatant commands when directed; and recommend to CJCS strategy and doctrine for joint employment of SOF. Major units include: Army special forces, rangers, special operations aviation, PSYOP, and CA units; Navy sea-air-land teams (SEALs) and special boat units; and Air Force special operations squadrons. USSOCOM is unique in that USCINCSOC is responsible for planning, programming, and budgeting for Major Force Program 11, Special Operations Forces.

(7) U.S. Southern Command (USSOUTHCOM) is responsible for the defense of the Panama Canal and fulfills our military responsibilities throughout the Latin American area, less Mexico. Its area of responsibility also includes the Gulf of Mexico, Caribbean Sea, and islands located there.

(8) U.S. Transportation Command (USTRANSCOM) established in 1987, is responsible for providing global air, land, and sea transportation to deploy, employ, and sustain military forces to meet national security objectives in peace and war. Its component commands are the Air Mobility Command (AMC), the Military Sealift Command (MSC), and the Military Traffic Management Command (MTMC).

(9) U.S. Strategic Command (USSTRATCOM) designated as a combatant command in May 1992, is responsible for worldwide strategic nuclear operations. U.S. Air Force and U.S. Navy strategic nuclear assets are assigned to USSTRATCOM. The USCINCSSTRAT billet rotates between the U.S. Air Force and Navy.

4-23. Relationship of the Chairman of the JCS (CJCS) to CINCs

The *Goldwater-Nichols DOD Reorganization Act of 1986* specifies that the SecDef may assign to the CJCS responsibility for overseeing the activities of the combatant commands. The UCP directs that communications between the combatant commanders and the NCA shall be transmitted through the CJCS, unless otherwise directed by the President or SecDef. These two directives place the CJCS in a unique and pivotal position. However, such directives do not

confer command authority on the CJCS and do not alter the responsibilities of the combatant commanders. Subject to the direction of the President, a combatant commander—

- a.** Performs duties under the authority, direction, and control of the NCA.
- b.** Responds directly to the NCA for the preparedness of the command to carry out missions assigned to the command.

SECTION VI

SUMMARY AND REFERENCES

4-24. Summary

a. Joint planning is conducted under the supervision of the CJCS, in coordination with the Services and CINCs. The JSPS is oriented toward identifying and evaluating the threats facing the nation, looking at various times into the future. It provides the basis for formulating the nation's military strategy and resource needs in terms of forces and material. The PPBS is primarily concerned with resource allocation, which means it is primarily dollar and manpower oriented. The PPBS is primarily concerned with the acquisition of those resources necessary to meet the threat and to execute the strategy identified by the DPG. Cost is balanced against risk, with an objective assessment being provided by the CJCS in the CPA. The JSPS and JROC/JWCA process impact the PPBS starting with the planning and programming advice contained the NMS, JPD, and CPR and through the assessment of the resulting POMs contained in the CPA.

b. JOPEs focuses on deliberate operation planning and crisis action planning, deployment, and execution. The JSCP translates the National Military Strategy into taskings and requires that plans be completed to accomplish tasked missions within available resources. The JSCP may be viewed as a capabilities planning document, which represents the last phase of resource management. The combatant commands are the main players in this activity. JOPEs is oriented on the most effective use of the nation's current military capability against the near-term threat. The JSCP is the JSPS document that starts the deliberate planning process. The JSCP is the formal tie between JSPS and JOPEs.

c. The details of planning change constantly. However, the overall procedure of identifying the threat, developing a military strategy, structuring forces to support the strategy, providing resources for priority requirements, and planning for the deployment of those forces to meet contingencies remains essentially the same from year to year.

d. Force planning is not a precise activity, even though the resulting force levels are stated precisely in terms of divisions, airwings, carriers, and the like. There are many uncertainties involved in force planning, and the procedures used in determining force levels, as well as the risks inherent with a particular force level, are judgmental in nature.

e. Force planning is complex and is characterized by an interrelated series of analyses to determine an affordable force. It begins by establishing the force requirements and accepts resource and time constraints to develop the Program, Budget, and Current Forces. Throughout this process, the key consideration is how to successfully execute the National Military Strategy and to keep risk at an acceptable level. Much analysis and time is spent in developing a force within resource constraints to execute that strategy. The JSPS, JROC/JWCA, JOPEs, and PPBS are processes in place to guide force and operational planning into the 21st century.

4-25. References

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- b. Joint Publication 0-2, *Unified Action Armed Forces (UNAAF)*.
- c. Joint Publication 5-0, *Doctrine for Planning Joint Operations*.
- d. CJCS Instruction 3100.01A, *Joint Strategic Planning System*.
- e. CJCS Instruction 3137.01A, *The Joint Warfighting Capabilities Assessment Process*.
- f. CJCS Instruction 5123.01, *Charter of the Joint Requirements Oversight Council*.
- g. Army Regulation 1-1, *Planning, Programming, Budgeting, and Execution System*.
- h. Army Regulation 71-11, *Total Army Analysis*.
- i. Army Regulation 500-5, *Army Mobilization*.
- j. Field Manual 100-11, *Force Integration*.
- k. Armed Forces Staff College (AFSC) Pub 1, *The Joint Staff Officer's Guide 1997*.